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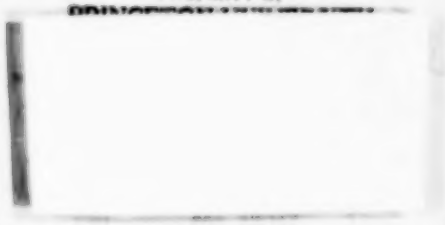


UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1994-1995 AND PROPOSED PROGRAMMES AND BUDGET FOR 1996

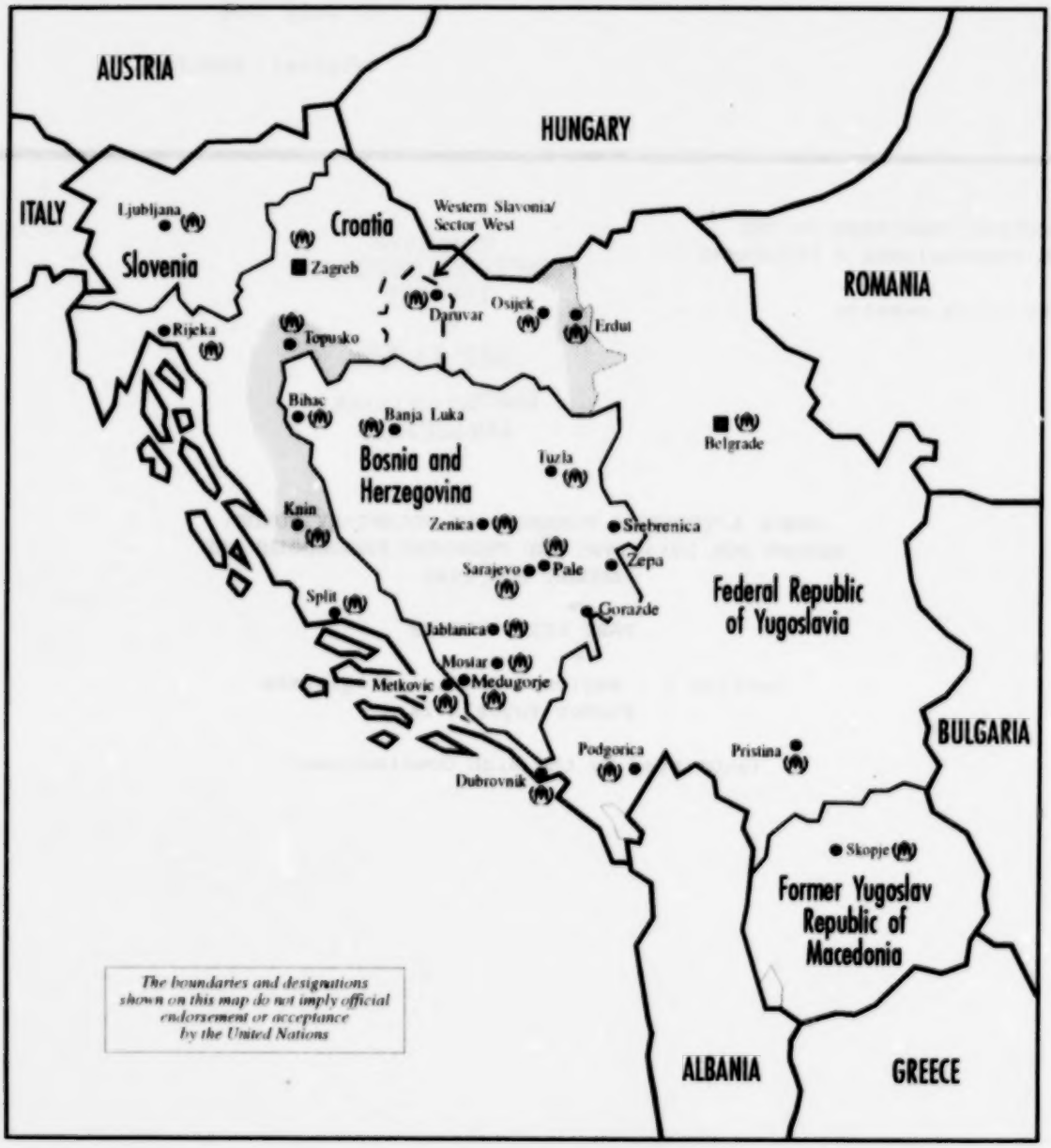
PART III. EUROPE

Section 5 - Regional Special Programmes
Former Yugoslavia

(submitted by the High Commissioner)

GE.95-02318

FORMER YUGOSLAVIA



UNHCR Offices

UN Sectors

III.5 REGIONAL SPECIAL PROGRAMMES FORMER YUGOSLAVIA

1. Beneficiary population

1. At 31 December 1994, the target beneficiary population assisted under the Special Operation for Former Yugoslavia numbered more than 3.5 million refugees, displaced persons and war-affected persons in the region. The following table provides a breakdown of these figures:

	Refugees	Displaced persons	War-affected
Bosnia and Herzegovina	--	1,282,587	1,456,732
Croatia	183,600	307,000	--
Federal Republic of Yugoslavia	195,460	--	76,000
Slovenia	29,150	--	--
FYROM	8,000	--	10,000
Totals	416,210	1,589,587	1,542,732

2. In Bosnia and Herzegovina, the planning figure for WFP rations from August 1994 was 1.4 million persons. These rations were distributed to a wider population according to defined categories ranging from vulnerable cases to those in need of a partial ration only. Throughout the second half of 1994 and in the first quarter of 1995, decreases in the assisted population were registered in The former Yugoslav Republic of Macedonia, Slovenia and the Federal Republic of Yugoslavia.

3. The target population will be further reduced to 2.1 million for the second half of 1995. The figures remain unchanged in Bosnia and Herzegovina and Croatia while figures in the Federal Republic of Yugoslavia will be reduced to 185,000, in Slovenia to 27,500 and in The former Yugoslav Republic of Macedonia to 7,000. These figures take into account the termination of assistance to national social cases as of 30 June 1995 in the Federal Republic of Yugoslavia and The former Yugoslav Republic of Macedonia. UNHCR continues to support a small group of Mandate refugees of other nationalities under the General Programmes in the Federal Republic of Yugoslavia.

2. Developments in 1994 and 1995

4. Events in the spring of 1994 nurtured the hope that a peaceful solution might be forthcoming in the region. The siege of Sarajevo was lifted and an agreement was signed between the Bosnian Government and Croats including a cease-fire. A cease-fire was also arranged between the Government of Croatia and

the Serbian authorities in the former United Nations Protected Areas (UNPAs). Access to the target population became easier and commercial traffic resumed in Central Bosnia. A satisfactory harvest followed by a FAO/WFP survey resulted in a decrease of the planning figure for basic food commodities in all Republics. With the exception of a few problem areas, the situation had stabilized. These developments gave rise to a revision downwards of the UNHCR financial target for 1994 from $ 338 million to $ 252 million, reflected in the revised inter-agency appeal for former Yugoslavia issued in September 1994. This budgetary revision affected all sectors of assistance.

5. By autumn 1994 it had become clear that humanitarian assistance would continue to be required throughout a third winter of the conflict. Outside the Federation area in Central Bosnia there were further violations of human rights, particularly regarding ethnic minority groups. Military activities increased in several regions and tensions resurfaced within the Federation area. In the Bihac pocket fighting intensified between the separatist forces and those of the Bosnian Government. Access once again was hampered by blockages and a deterioration in security affected both land and air routes to the Republic. Fighting in the Bihac enclave resulted in the outflow of 30,000 refugees to former UNPA North, where they were assisted temporarily until December 1994 when the majority returned home following a successful offensive by separatist forces. Bosnian Muslims from the north of Bosnia and Herzegovina continued to seek asylum in Croatia following ethnic cleansing in the Banja Luka region.

6. The year 1995 began with a cessation of hostilities agreement between the Bosnian Government and the Bosnian Serb authorities. The consequent lull in the fighting allowed most assistance activities to continue with the exception of those in the Bihac area. However, from the outset of spring, hostilities resurfaced with a resurgence of military activities along confrontation lines in Bosnia and Herzegovina. Neither the Government nor the Serb authorities agreed to extend the cessation agreement. Access has become increasingly tenuous. This has affected delivery of food and other relief items, in particular to Sarajevo, where the airlift was suspended from 8 April. Food and other supplies were also in short supply in the eastern enclaves and particularly Bihac, where the warehouses were virtually empty as from mid-May.

7. On 1 May, Croatian armed forces launched an attack in western Slavonia (Sector West). The Serbian forces in the "Krajina", while withdrawing from the area, retaliated by shelling several Croatian towns including Zagreb. As a result of the fighting, some 7,000 persons, practically all of Serb origin, sought refuge in northern Bosnia (Banja Luka region) during the first days of the fighting.

8. On 3 May, a Cessation of Hostilities Agreement went into force after negotiations by the Special Representative of the Secretary-General with the parties to the conflict, inter alia, provided the possibility for all civilians and military personnel who so wished to leave Sector West under United Nations surveillance. As of 26 May, 2,138 persons had gone to northern Bosnia in this way, with UNHCR's role being limited to monitoring the voluntary character of the movement. An estimated 11,000 persons have gone to northern Bosnia from Sector West since 10 May. As a result of the fighting and the arrival of the refugees in

northern Bosnia, the situation, particularly for the Croat minority there, significantly deteriorated and many have expressed the wish to leave the area, which, however, at the beginning of June was impossible because the border to Croatia remains closed. A group of about 200 persons went to Central Bosnia and Herzegovina. UNHCR is also aware of secondary moves of refugees from Sector West in northern Bosnia to other places in Serb-controlled parts of Bosnia and Herzegovina and of some 4,000 who have gone to Sector East transiting through the Federal Republic of Yugoslavia, where between 1,500 and 2,000 remain.

9. The refugee situation in the Banja Luka area has also been further aggravated by the arrival of some 2,500 displaced persons fleeing new fighting in the Bihac/Ripac area resulting in an advance of the Bosnian army.

3. 1996 country programmes

10. The UNHCR assistance programme in former Yugoslavia since its inception in 1992 has been shaped by political and military developments. In Bosnia and Herzegovina, and Croatia, UNHCR continues contingency planning to cope with new developments, while in Slovenia and The former Yugoslav Republic of Macedonia traditional care and maintenance support is given. As lead agency, UNHCR pursues its coordination role of the assistance operation in all Republics in 1995. Eight other United Nations agencies are involved in an inter-agency operation and regular consolidated appeals are issued on a biannual basis. A decrease in the volume of funding has also influenced the planning policies of UNHCR and other agencies.

(a) Objectives

11. The 1995 assistance objectives in all Republics have therefore concentrated on the following areas of concern: access to beneficiaries and contingency planning; capacity-building of local institutions and agencies; provision of logistical support; monitoring of assistance; provision of fresh food/domestic/hygiene items and promotion of the local production of these items; implementation of winterization strategy; support and repair to collective centres; support to host family arrangements; support to primary and specialized health care and educational institutions; and community services. The majority of the programmes are focused on the specific needs of women, children and the elderly and other vulnerable cases in this distressing military conflict. The prolonged conflict has created a stressful and tragic situation for separated families. Host families who have provided support for more than three years are in many cases no longer able to assist their guests.

12. Two major sectors risk scaling down. Firstly, the WFP food pipeline may be jeopardized during the coming months and secondly, bilateral donations related to the contribution to convoy operations will be decreased, which will result in UNHCR's reduced capacity to provide regular food and non-food supplies and to provide logistical support to other United Nations agencies. The warehouse capacity in the region will be reduced by more than 30 per cent by July 1995. UNHCR plans to continue its support to the Sarajevo airlift operation in Ancona, Italy, and to the airdrop operation which is managed in Ramstein, Germany, although to date no airdrops have taken place in 1995. Furthermore, if the working

environment remains untenable for the humanitarian organizations, UNHCR and its implementing partners will be obliged to suspend not only the delivery of relief items but other projects and services for the target population.

13. Throughout former Yugoslavia surveys concerning assessment of needs and revision of the number of beneficiaries are an important part of the 1995 programme. In all Republics the target population is closely monitored with the support of governmental and independent institutions. In 1995 the seed programmes have been assured by FAO. It is planned to repeat the FAO/WFP 1994 survey to assess the impact of the 1995 harvest and the economic situation on the food aid programme in Bosnia and Herzegovina. In the Federal Republic of Yugoslavia United Nations agencies and NGOs are still subject to United Nations sanctions procedures for the clearance of relief items to the Federal Republic of Yugoslavia and goods transiting to eastern Bosnia and Herzegovina, and for the delivery of relief items from Croatia to Bosnian Serb areas.

14. UNHCR will continue its important protection role in the region, in conjunction with other agencies, particularly the International Committee of the Red Cross (ICRC). In addition to its traditional activities, particular attention is paid to the harassment and physical abuse of minorities and, where necessary, assistance is provided for their evacuation. Training seminars for government and NGO participants are planned throughout the region in 1995.

15. UNHCR maintains the position as formulated in June 1994 on the question of voluntary repatriation. While spontaneous return movements have taken place to Croatia, and Bosnia and Herzegovina, both from countries outside former Yugoslavia and within the region, UNHCR has not organized a repatriation programme and will not do so until conditions exist to encourage the return of refugees and displaced persons under conditions of safety and dignity. A Mass Information Project to provide updated information for returnees to Bosnia and Herzegovina is still at the planning stage due to the deteriorating situation in the Republic.

16. At the local level UNHCR will continue to provide assistance to a few thousand Croatian displaced persons to return to their former homes in the Dalmatian hinterland and to support temporary resettlement programmes to third countries. It is expected that some 10,000 persons will benefit from this organized departure in 1995. Operation ReUNite continues to use modern technology to trace unaccompanied minors who are separated from their families due to upheaval from the conflict.

(b) Proposed budgets for 1996

(i) General Programmes

17. In **Slovenia** and **The former Yugoslav Republic of Macedonia** it is hoped that a stable situation will continue with a gradual decrease in the population. UNHCR will provide care and maintenance to those refugees for whom a durable solution cannot be achieved, particularly in Slovenia where it is expected that eventually refugees will be able to obtain the temporary right to work. The protection role of UNHCR would continue in these two Republics and assistance activities such as

income-generation, education and support to vulnerable groups would be the focus of the programme. It is therefore proposed that the UNHCR assistance programmes in Slovenia and The former Yugoslav Republic of Macedonia be transferred to General Programmes in 1996.

18. In 1996, UNHCR will continue to assist and resettle a small group of mandate refugees from outside former Yugoslavia in the **Federal Republic of Yugoslavia** under the 1996 General Programmes. The same level of funding will be required in 1996 as in 1995.

(ii) **Special Programmes**

19. At the time of writing, the situation in **Bosnia and Herzegovina** had deteriorated to such an extent that some UNHCR personnel were being withdrawn. It is not possible to predict events in 1996 and therefore very difficult to provide a detailed plan for humanitarian assistance. The situation in **Croatia** is also very volatile and in the **Federal Republic of Yugoslavia** there are new arrivals which may increase in the coming months if the conflict continues to escalate.

20. UNHCR may be required to meet humanitarian needs throughout a fourth winter of conflict. It is foreseen that if the situation is contained the assistance programme will remain at the same level. A certain degree of contingency planning is included in the 1995 programme which will be continued in 1996. In Croatia and the Federal Republic of Yugoslavia, barring major outflows of refugees from Bosnia and Herzegovina, the level of funding required will remain the same in 1996. The objectives will be those adhered to in 1995 with an increased focus on capacity-building of local non-governmental agencies and institutions, durable solutions or self-sufficiency where possible. In the event of a massive and organized repatriation programme, UNHCR would be expected to play a major role. Precise needs for 1996 are therefore not yet known and a planning exercise for 1996 will be conducted in the second half of 1995.

(c) **Implementing partners**

21. Up to 60 implementing partners are working with UNHCR in 1995, including government counterparts, international and local non-governmental agencies. Regular coordination meetings were held in all major localities which were attended by UNHCR partners and other non-governmental agencies. Some of these agencies have supported the UNHCR projects since 1992 and have gained valuable experience in working in conflict zones. The focus has been to train and strengthen local NGOs to assume a growing responsibility in all sectors of assistance. It is expected that many of these partners will remain with UNHCR in 1996.

(i) **United Nations peace-keeping forces**

22. UNHCR had also funded a project with the United Nations Protection Force (UNPROFOR) on the repair of humanitarian routes and received valuable support in the delivery of humanitarian assistance in Bosnia and Herzegovina and in coordination with the United Nations Confidence Restoration Operation (UNCRO) in the Sectors in Croatia.

(d) Programme Delivery and Administrative Support Costs

23. Variations due to changes in budget parameters are not discussed in the subsequent analysis (Overview of UNHCR Activities, Part I (A/AC.96/845) refers).

(i) 1994 expenditure (all sources of funds)

24. The 1994 expenditure was lower than revised estimates due to an overall decrease in the programme as explained above. Savings were made through the non-filling of posts and the deferral of all but the most essential equipment purchases.

(ii) Revised 1995 requirements (all sources of funds)

25. The revised 1995 Programme Delivery and Administrative Support requirements are lower than initial estimates mainly because significant staff reductions were effected in all countries of the former Yugoslavia, resulting also in a consequent decrease in operating expenditure.

(iii) Initial 1996 requirements (all sources of funds)

26. Given the volatile situation in Bosnia and Herzegovina, and Croatia, which also has a major impact on the situation in the Federal Republic of Yugoslavia, precise needs in these countries are impossible to predict at this time.

27. In The former Yugoslav Republic of Macedonia and Slovenia, where the situation is more stable, it is proposed to finance the 1996 Programme Delivery and Administrative Support Requirements from General Programmes. In both cases, the requirements are not significantly different from revised 1995 estimates and encompass staff salaries and common staff costs for the nine staff members in each office, travel costs as well as the general operating costs of the offices in Skopje and Ljubljana.

UNHCR EXPENDITURE IN THE FORMER YUGOSLAVIA

(in thousands of United States dollars)

1994	1995		1996	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1994 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
195.9	137.5	211.8	CARE AND MAINTENANCE	
			– Federal Republic of Yugoslavia	211.8
			– Former Yugoslav Rep.of Macedonia	2,110.0
			– Slovenia	2,330.0
4.2 a/	–	–	VOLUNTARY REPATRIATION	–
9.7 b/	14.6	–	RESETTLEMENT	–
			PROGRAMME DELIVERY See Overview Tables (Part II)	
–	–	–	– Former Yugoslav Rep.of Macedonia	471.3
–	–	–	– Slovenia	419.8
209.8	**152.1**	**211.8**	**SUB–TOTAL OPERATIONS**	**5,542.9**
			ADMINISTRATIVE SUPPORT See Annexes I b and II b	
–	–	–	– Former Yugoslav Rep.of Macedonia	33.4
–	–	–	– Slovenia	42.2
209.8	**152.1**	**211.8**	**T O T A L (1)**	**5,618.5**
SPECIAL PROGRAMMES (2)				
190,215.8	257,778.3	123,102.9	HUMANITARIAN ASSISTANCE TO DISPLACED PERSONS FROM THE FORMER YUGOSLAVIA	– c/
32,050.1	33,979.2	25,475.9	PROGRAMME DELIVERY See Overview Tables (Part II)	413.5 c/
3,544.6	4,726.7	3,480.6	ADMINISTRATIVE SUPPORT See Overview Tables (Part II)	66.1 c/
462.4	–	–	OTHER TRUST FUNDS	–
42.1	81.0	70.0	ADMINISTRATIVE SUPPORT Junior Professional Officer See Overview Tables (Part II)	–
226,315.0	**296,565.2**	**152,129.4**	**T O T A L (2)**	**479.6**
226,524.8	**296,717.3**	**152,341.2**	**GRAND TOTAL (1+2)**	**6,098.1**

a/ obligation incurred against Other Programmes
b/ of which US$ 2,350 incurred against the Other Programmes
c/ total requirements not yet known